

Message Text

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ACTION IO-10

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FM AMEMBASSY DAR ES SALAAM

TO SECSTATE WASHDC 7979

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E.O.11652: N/A

TAGS: EAID, ECRP, TZ

SUBJECT: CERP 0008--EVALUATION OF UNDP PROGRAM: TANZANIA

REF: STATE 064907; DAR ES SALAAM 1053 (APRIL 3, 1974)

1. FOLLOWING, CODED TO MATCH QUESTIONS POSED IN PARA 5 OF DEPTTEL, REPRESENTS EMBASSY'S EVALUATION OF UNDP PROGRAM IN TANZANIA (UNDP/T). IT IS OUR GENERAL FEELING THAT UNDP/T IS, ASIDE FROM CERTAIN PROBLEM AREAS DISCUSSED BELOW A GOOD ONE AND LOOKS TO BECOME EVEN BETTER. FURTHERMORE, WITH THE PROGRAM TARGETTED ON MANAGEMENT TRAINING AND GENERAL IMPROVEMENT OF MANPOWER SKILLS, IT IS ZEROED IN AT CORRECTING ONE, PERHAPS THE PRIME, CONSTRAINT ON TANZANIA'S ECONOMIC DEVELOPMENT.

2. QUESTION A - WE FORESEE RESREP LEADERSHIP IN TANZANIA COMING ALIVE AFTER SEVERAL YEARS OF LETHARGY.
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PREVIOUS RESREP, AS NOTED IN OUR REFTTEL, SAW HIS ROLE

AS LARGELY CEREMONIAL. HIS SUCCESSOR (CRISOGONO) COMES OUT OF DEPUTY RESREP SLOT IN NEW DELHI AND GIVES FIRST IMPRESSION THAT HE WILL PROVIDE ENERGETIC LEADERSHIP. AS HE IS NEW ARRIVAL, IT IS TOO EARLY TO JUDGE EFFECTIVENESS HIS RELATIONSHIP WITH OTHER AGENCIES, BUT SO FAR SO GOOD. ONE IMPORTANT PLUS-- UNDP/T STAFF HAS PERKED UP APPRECIABLY SINCE CHANGE IN RESREPS. RE UNDP AND IBRD UNDERTAKINGS: THEY ARE COORDINATED AND COMPLIMENTARY. IT IS ALSO CLEAR THAT RESREP, WHILE WISHING TO INCLUDE UNICEF IN UNDP/T PROGRAM PLANNING, FINDS SPECIALIZED AGENCY SEES ITSELF PLAYING ONLY "A LIMITED" ROLE AS THEY JUDGE THEMSELVES TO HAVE "RATHER DIFFERENT TYPE OF PROGRAM" WHICH PROVIDES EDUCATION EQUIPMENT LARGEST AMONG VARIOUS EDUCATIONAL INSTITUTIONS.

3. QUESTION B - UNDP/T ROLE AS T/A COORDINATOR IS FELT TO BE OVERTLY BLOCKED BY TANGOV'S INSISTENCE THAT TANGOV ITSELF IS SOLE AGENCY IN TANZANIA FOR COORDINATION TO T/A. IN PAST RESREP SIDESTEPED COORDINATION ISSUE BY HAVING UNDP EXPERT IN EXTERNAL FINANCE DIVISION OF MINISTRY OF FINANCE WHO HANDLED THIS FUNCTION. THIS EXPERT WAS REPLACED LAST YEAR BY ANOTHER, A FINN, WHO HAS NOT PERFORMED NEARLY AS WELL AS HIS PREDECESSOR AND, CONSEQUENTLY, COORDINATING ROLE HAS SUFFERED. ON OTHER HAND, NEW RESREP (UNLIKE HIS PREDECESSOR) IS QUITE WILLING TO HAVE EXCHANGE VIEWS WITH OTHER AID DONORS AS THERE IS RECOGNITION THAT "ON INFORMAL BASIS, WE CAN DO A LOT OF COORDINATION." NEW COORDINATION ARRANGEMENTS, HOWEVER, HAVE YET TO BE INSTITUTIONALIZED.

4. QUESTION C - ROLE OF RESREP VIS-A-VIS OTHER AGENCIES, WE BELIEVE, LOOKS TO CHANGE FROM LACKADAISICAL ATTITUDE OF OLD RESREP TO CRISP, GET-ON-WITH-IT APPROACH OF HIS SUCCESSOR. RESREP'S RELATIONSHIP WITH FAO REP, AS WITH REGIONAL UNIDO REP, JUDGED TO BE GOOD. WHO IS SOMETHING OF AN "ODD MAN OUT," AND OTHER SPECIALIZED AGENCIES RANGE SOMEWHERE IN BETWEEN. COMMENT OF UNDP/T PLANNING CHIEF IS THAT HE IS SURPRISED THAT SPECIALIZED AGENCIES HAVE NOT OBSERVED THAT FAO, BY LIMITED OFFICIAL USE

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ACTIVELY COORDINATING IST PROGRAM WITH RESREP, USUALLY GETS MORE THAN ITS SHARE OF UNDP PROGRAM FUNDING FOR ITS PROJECTS AND WONDERS WHY "MORE SPECIALIZED AGENCIES HAVE NOT LATCHED ON TO FAO'S FUNDING ROUTE."

5. QUESTION D - COUNTRY PROGRAM REVIEWS THIS YEAR HAVE BEEN DESCRIBED BY UNDP/T AS "VERY LOW KEY AFFAIRS" AS HOST GOVERNMENT DRIFTS OUT OF ONE FIVE-YEAR PLAN

AND INTONNEXT OR THIRD FIVE-YEAR PLAN (TFYP). IN LIGHT OF SHIFT IN TANGOV PLANNING GEARS, RESREP THOUGHT BEST TO MAKE FALL 1975 (WHICH SHOULD BE AFTER TFYP WAS RELEASED) TIME TO MAKE THOROUGH-GOING REVIEW AND FROM IT GAIN A COMPLETE PICTURE OF TANGOV PRIORITIES. DESPITE LIMITED EMPHASIS PLACED ON THIS YEAR'S PROGRAM REVIEW, RESULTS WERE "DISAPPOINTING." BIGGEST DISAPPOINTMENT WAS MINFIN, WHICH LAYS GREAT STRESS ON ITS ROLE AS TANGOV AID COORDINATOR, AS IT TOOK NO STAND IN MEETINGS AND LEFT UNDP TO DIRECT PROCEEDINGS. FURTHERMORE, MINISTERIAL REPRESENTATIVES CAME SINGULARLY ILL-PREPARED FOR MEETINGS, AND MEETINGS OFTEN DESCENDED INTO DIALOGUES BETWEEN UNDP/T AND EXECUTING AGENCY PERSONNEL. TANGOV SELDOM OFFERED MORE THAN ASSURANCES THAT ERRORS ON ITS SIDE WOULD BE CORRECTED. RESREP ALSO DISAPPOINTED THAT, ON AVERAGE, RELATIVELY MINOR TANGOV OFFICIALS (RATHER THAN PRINCIPAL SECRETARIES, AS REQUESTED) CAME FORWARD WITH LITTLE AUTHORITY TO MAKE NEEDED CHANGES IN PROGRAM, WHILE UNDP/T BROUGHT OUT UNDP/NY DESK OFFICER FOR TANZANIA TO EMPHASIZE IMPORTANCE OF MEETINGS. PICTURE PAINTED ABOVE (AND OBSERVATIONS MADE LAST YEAR) SUGGESTS THAT PROGRAM REVIEWS WILL CONTINUE IN THIS VEIN AS LONG AS TANGOV SEES NO CUT IN UNDP/T BUDGET BECAUSE OF UNSATISFACTORY PERFORMANCE ON ITS PART. WE NOTE, THIS REGARD, THAT UNDP/T PROGRAM SLATED TO DOUBLE ITS BUDGET IN NEXT THREE YEARS AS COMPARED WITH 1972-75 PERIOD.

6. QUESTION E - USAID/T DIRECTOR MAINTAINS CONTINUING LIAISON WITH UNDP RESREP AND HIS DEPUTY. AS NOTED PARA 3, NEW RESREP MUCH MORE APPROACHABLE THAN PREDECESSOR AND IT IS ASSUMED THIS RELATIONSHIP WILL IMPROVE DURING COMING MONTHS. CONSEQUENTLY, FRUITFUL LIMITED OFFICIAL USE

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REVIEWS AND EXCHANGES REGARDING APPROPRIATENESS PF UNDP PROJECTS HAVE STARTED TO IMPROVE EVEN IN RELATIVELY SHORT TIME NEW RESREP HAS BEEN ON BOARD AND WE ANTICIPATE REVEIWS WILL SHOW MARKED IMPROVEMENT IN FUTURE. TO A REASONABLE EXTENT USAID TECHNICIANS ALSO MEET AND EXCHANGE TECHNICAL INFORMATION WITH TECHNICIANS FROM UNDP AND ITS RELATED UNITS. WHEN ASKED TO COMMENT UPON PROJECTS PROPOSED FOR UNDP FUNDING, USAID PERSONNEL UNDERTAKE SPECIAL ON-SITE VISITS AND HAVE DISCUSSIONS WITH ASSIGNED UNDP PERSONNEL.

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7. QUESTION F

(A) REVIEWS OF PARTICULARLY SUCCESSFUL PROJECTS (I.E., URT/66/514--NOW BEING REVISED AND EXPANDED; URT/70/003; AND URT/69/009) REMAIN VALID AS REVIEWED IN LAST YEAR'S SUBMISSION. TO THOSE WE ADD FOLLOWING:

(I) URT/71/005 INDUSTRIAL STRATEGY--\$500,000 THREE-MAN HARVARD TEAM IS ABOUT TO COMPLETE EXTENSIVE AND YEOMAN SERVICE IN PREPARING INDUSTRIAL COMPONENT OF NEXT FIVE-YEAR PLAN. HOWEVER, LASTING LEGACY IN FORM OF TRAINED COUNTERPARTS IS LIKELY TO BE MINIMAL.

(II) URT/71/527, STRENGTHENING OF MARKETING SERVICES, LIKE URT/71/005 IS AN EXPENSIVE PROJECT BUT BROUGHT TOGETHER GOOD TEAM TO MEET REAL NEED. MINISTER OF AGRICULTURE (AND OTHER SENIOR GOVERNMENT OFFICIALS) HAVE CONFIDENCE AND RESPECT FOR THIS NEW INSTITUTION AND THAT HAS BEEN CRUCIAL FACTOR IN SUCCESS OF PROJECT. COUNTERPARTS APPEAR TO BE QUITE GOOD AND QUALITY OF LIMITED OFFICIAL USE

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REPORTS HAS BEEN EXCELLENT. PROJECT BADLY HAMPERED BY NOT HAVING AGRICULTURAL FORECASTING SERVICE AT ITS DISPOSAL WHICH COULD PROVIDE BETTER STATISTICS. WORK OF BRITISH AGRICULTURAL ECONOMIST HAS BEEN OUTSTANDING.

(III) URT/73/031--TRAINING PROGRAM IN MANAGEMENT DEVELOPMENT. GLARING WEAKNESS IN TANZANIA'S ECONOMIC DEVELOPMENT IS LACK OF IN-DEPTH MANAGEMENT EXPERTISE AND PROJECT IMPLEMENTATION CAPACITY. URT/73/031 HITS THIS DEFICIENCY SQUARELY ON TARGET. UNDP/T WILL SEND FIFTEEN (AS AGAINST SEVEN LAST YEAR) COUNTERPARTS TO STUDY AT A.D. LITTLE IN U.S. RETURNEES COME BACK WITH IN-DEPTH MANAGEMENT CAPACITY AND YET THEIR TRAINING IS BROAD ENOUGH TO FILL STAFFING DEFICIENCIES IN MANY SECTORS OF ECONOMY. TRAINING COURSE SO HIGHLY REGARDED THAT PROJECT CONSISTENTLY DRAWS BEST CANDIDATES.

(B)) AS PREFACE COMMENT TO SECTION ON WEAK PROJECTS, IT IS OUR GENERAL OBSERVATION THAT UNDP/T PROGRAM WEAKENED BY SCATTER-GUN DISBURSAL OF PROJECT ALL OVER ECONOMY. UNDP/T PROGRAM CONSISTS OF 32 ONGOING PROJECTS (MANY ARE ONE-AND TWO-MAN OPERATIONS) WITH 25 IN PROCESS OF BEING ESTABLISHED. IN GENERAL UNDP/T PRODUCTION RELATED PROJECTS HAVE NOT BEEN VERY SUCCESSFUL. APPARENTLY THESE SUFFER FROM LACK OF CAREFUL PLANNING, LOGISTICAL SUPPORT, AND KNOTTY PROBLEMS (NOT CONFINED TO TANZANIA) OF HOW TO ENCOURAGE LOW-INCOME FARMERS ON PATH TO ECONOMIC DEVELOPMENT.

(I) URT/71/533--NATIONAL INSTITUTE OF PRODUCTIVITY (NIP). THIS VERY EXPENSIVE PROJECT IS BADLY NEEDED IN TANZANIA, BUT AFTER TEN YEARS AND MANY HIGHLY QUALIFIED UNDP EXPERTS, IT STILL HAS NOT MADE ITS MARK. LACK OF SUITABLE COUNTERPARTS GOES TO HEART OF PROBLEM AND THIS SHOWS UP GLARINGLY IN REPORTS INSTITUTE PREPARES. PROJECT UP FOR EXTENSION AND BELIEVE IT SHOULD BE CAREFULLY REVIEWED AND CORRECTIVE MEASURES INSTITUTED BEFORE IT IS CONTINUED.

(II) URT/71/012 FISHERIES RESEARCH AND DEVELOPMENT IS PROJECT OF CONSIDERABLE MERIT AND CAN FILL A BASIC NEED. HOWEVER, EXPENSIVE DELAYS ARE PILING UP WHICH MAY LEAD TO SERIOUS COST OVERRUNS AND MANY EXTENSIONS.

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(III) URT/69/012 & 013--DAR ES SALAAM TECHNICAL COLLEGE. COLLEGE HAS GONE THROUGH MANY METAMORPHOSES AND MORE AID DONORS THAN TOMMY MANVILLE HAD WIVES. DIFFICULT TO FIND WHERE FAULT LIES BUT HINT CAN BE FOUND IN THAT LONG-TERM TRAINING OF

FACULTY HAS RESULTED IN SOME HIGHLY TRAINED DEPARTMENT HEADS WHO SPEND TIME ADMINISTERING AND VERY LITTLE TIME IN CLASSROOM. UNDP/T FORESEES TRAINING PROGRAM WHICH WILL ENABLE COLLEGE INSTRUCTORS TO REPLACE UNDP EXPERTS IN 1977. WE WOULD HOPE THIS WILL HAPPEN BUT IT WOULD BE SURPRISING IF IT DID.

H

KC) GENERAL IMPRESSION IS UNDP/T FEELS OBLIGED TO FOLLOW WISHES OF TANGOV AND, THEREFORE, FINDS IT DIFFICULT TO ELIMINATE WEAK PROJECTS. BETTER PICTURE OS THIS SHOULD EMERGE NEXT YEAR WHEN NEW AND MORE DETERMINED RESREP HAS MADE HIS MARK ON OVER-ALL MANAGEMENT OF UNDP PROGRAM IN TANZANIA.

(D) REMARKS UNDER SAME SUB-SECTION IN LAST YEAR'S SUBMISSION REMAIN VALID AS BACKGROUND TO COUNTERPART PROBLEM. SHORTAGE OF SUITABLE COUNTERPARTS IS ONE PLAGUING ALL AID PROGRAMS AND WE DO NOT HAVE IMPRESSION UNDP/T LESS EFFECTIVE IN DEALING WITH PROBLEM THAN OTHERS. TANGOV'S NEED FOR OPAS EXPERTS ILLUSTRATES CRUX OF COUNTERPART PROBLEM. GOVERNMENT USUALLY NEEDS OPAS POSITIONS BECAUSE IT MOVED TOO PRECIPITOUSLY WHEN RESTRUCTURING THE ECONOMY SINCE INDEPENDENCE. CONSEQUENTLY GOV FINDS ITSELF OVER-EXTENDED AND SEEKS OPAS POSITIONS OR CAJOLES UNDP INTO AUTHORIZATIONS FOR SMALL PROJECTS WHICH OFTEN LEAD TO EXPERT PERFORMING AN OPERATIONAL RATHER THAN TRAINING FUNCTION. CASE IN POINT TO ILLUSTRATE OPAS PROBLEM IS RECRUITMENT OF TWO HIGHLY QUALIFIED OPAS INTO NATIONAL DEVELOPMENT CORPORATION--AN INSTITUTION WHICH IS JUDGED TO HAVE FAILED IN ITS MISSION AS STATE-OWNED INDUSTRIAL CONGLOMERATE (SEE DAR ES SALAAAM A-57). CONSEQUENTLY OPAS EXPERTS ONLY HELP HOLD TOGETHER ORGANIZATION WHICH, IN MARKET-ORIENTED ECONOMY, WOULD HAVE BEEN IN BANKRUPTCY YEARS AGO. IN REALITY, OPAS POSITIONS TOO OFTEN CATER TO WHIMS OF HOST GOV WITH ZERO RETURN IN LIMITED OFFICIAL USE

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ECONOMIC DEVELOPMENT.

(E) TANGOV FUNDING OF UNDP PROJECTS JUDGED ADEQUATE.

8. QUESTION G - UNDP/T GENUINELY ENTHUSIASTIC OVER TRIPARTITE REVIEW AND ONE MEMBER CALLS "ONE OF BEST THINGS UNDP HAS DONE IN LONG TIME." BY BRCSGING ALL PARTIES AROUND TABLE IT ALLOWS EXECUTING AGENCY TO "BRING OUT THE PROBLEMS OF THE PROGRAM" AND, HOPEFULLY, RESOLVE THEM. THIS IS JUDGED VAST IMPROVEMENT OVER REQUIREMENT OF WRITING QUARTERLY REVIEWS WHERE PROJECT LEADER FELT RELUCTANT TO COMMIT TO PAPER

WHAT COULD BE CONSTRUED AS COMPLAINTS AND CRITICISMS OF HOST GOVERNMENT. DESPITE ADVANTAGES OF SYSTEM, UNDP/T CONTINUES TO BE PERTURBED OVER MODICUM OF HOMEWORK UNDERTAKEN BY TANGOV REP BEFORE HE ENTERS MEETING. HENCE THERE IS AN AWARENESS THAT SUBSEQUENT REVIEWS MAY NOT PRODUCE HOPED-FOR CHANGES IN PROGRAM IMPLEMENTATION; STILL, TRIPARTITE REVIEWS APPEAR TO ALLOW FOR USEFUL LETTING OFF OF STEAM ON ALL SIDES. RESREP'S ANNUAL REPORT IS IN PREPARATION AND, THEREFORE, NOT AVAILABLE AT THIS TIME.

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9. QUESTION H - UNDP/T PROGRAM HAS JUST BEGUN TO FOCUS ON QUESTIONS OF WOMEN IN TANZANIA'S DEVELOPMENT. INSTRUCTIONS HAVE ONLY RECENTLY BEEN RECEIVED FROM UNDP/NY AND RESREP OFFICE HAS JUST BEGUN TO DISCUSS THEM WITH TANGOV. RESREP STAFFER MAKES POINT "THAT IT IS EARLY IN DAY TO SAY WE HAVE IMPLEMENTED ANYTHING," BUT NOTES THAT TANGOV LEADERSHIP HAS ALWAYS HAD COMMITMENT TO INCREASE DISTAFF ROLE IN ECONOMIC DEVELOPMENT. GIVEN THE CONSTRAINTS OF

COUNTERPART PROBLEM, RESREP ANTICIPATES NO DIFFICULTY IN IMPLEMENTING UNDP/NY INSTRUCTIONS. FIRST PROGRAM IN VIEW, THIS REGARD, WILL BE ADDRESSED TO FIELD OF HOME ECONOMICS.

10. QUESTION I

(A) ONE DISTURBING FEATURE OF UNDP WORK IS THE PROFUSION OF JUNKETERS OR FACTFINDING MISSIONS THAT COME FROM OR ARE SPONSORED BY UNDP IMPLEMENTING AGENCIES. RESREP'S OFFICE FINDS IT DIFFICULT TO LIMITED OFFICIAL USE

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TURN THEM OFF AS THEY ARE OUTSIDE OF UNDP DIENT RESPONSIBILITY, BUT, AS NOMINAL HEAD OF UN PRESENCE IN HOST COUNTRY, IT FEELS OBLIGATED TO BE OF SERVICE. PROBLEM COMPOUNDED BY FACT THAT SOME VISITORS PERFORM USEFUL SERVICE WHILE OTHERS ARE ON GOLD-PLATED BOON-DOGGLE. THEREFORE, RESREP DOES NOT WISH TO CUT FLOW BUT, RATHER, WISHES UNDP/NY COULD BE CHARGED TO SIFT THROUGH FLOW AND WEED EXPERTLY AND EFFECTIVELY. INFLOW OF VISITORS TROUBLES RESREP STAFF ALSO FROM STANSHOINT OF BURDEN IT PLACES ON TANZANIAN OFFICIALS, WHO HAVE OTHER MATTERS TO TEND TO, BUT WHO ARE OBLIGED TO ANSWER QUESTIONS OF RESEARCHER OR PULL FACTS TOGETHER FOR STUDY WHICH MAY NOT LEAD TO ANY MEASURE OF ECONOMIC DEVELOPMENT FOR TANZANIA.

(B) RELATED, BUT LESS SIGNIFICANT TO ABOVE, IS HABIT OF SPECIALIZED AGENCIES OF SHUCKING OFF BURDEN-SOME STAFF MEMBERS ONTO UNDP PROJECTS IN FIELD. FAO APPARENTLY WORST OFFENDER THIS REGARD. FOR EXAMPLE, ONE FAO EXPERT SPEAKS OF ROME TRYING TO PALM OFF JAPANESE EXPERT, WHO COULD NOT SPEAK ENGLISH, ONTO HIS PROJECT FOR FOUR MONTHS.

(C) WE MENTION FOLLOWING EXAMPLE OF HYPERSENSITIVITY OF SPECIALIZED AGENCY ONLY IN PASSING, AS MAY FIT INTO LARGER PICTURE OF UNDP ACTIVITIES. LAST YEAR ONE HIGHLY QUALIFIED MANAGEMENT EXPERT WAS SLAPPED HARD ON WRIST BY ILO FOR CRITICISING MARKETING IMAGE OF STATE-OWNED BANKING SYSTEM. HIS POINTS, MADE AT IN-HOUSE MEETING OF BANK, WERE RECEIVED AS VALID CRITICISM OF BANK'S MANAGEMENT AND WARMLY APPLAUDED BY PUBLIC. BEST OF ALL, BANK INSTITUTED CORRECTIVE ACTION. SO WHY SOUR NOTE FROM GENEVA? CARTER

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